

ADMINISTRATIVE - INTERNAL USE ONLY

011-8732

28 June 1973

MEMORANDUM FOR: Director of Training

SUBJECT : Management Training

Introduction

1. In accordance with the oral instructions of the Director of Training, this paper assumes that the word "requirements" in the original statement refers to subject matter, not to numbers of persons to be trained. What is offered herein, then, is one notion of what occasionally has been called a "cradle-to-grave" management training program.
2. In most instances, no attention is paid herein to the distinction between "pre-assignment", or "threshold", training and training for incumbents of managerial positions.
3. As one way of testing the appropriateness of the suggested subject matter, a comparison is made with the offerings of the Civil Service Commission at supervisory, managerial, and executive levels. This is a purely arbitrary selection and is not intended to serve as a basis for invidious comparisons. Actually, some comfort can be drawn from the fact that Agency training, while not always as extensive as that offered by CSC, is not ten years behind by any stretch of the imagination.
4. Despite the general avoidance of the question of numbers of persons to be trained, it is somewhat instructive to note here that a quick survey of the training records of 63 of the Agency's middle managers at grades GS-13 to GS-15 revealed among other things, that 19, or 30%, apparently have had no management training whatsoever. (This may not be accurate, however, as the training records from which the information was taken go no further back than 1963.)

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Inasmuch as we have postulated a total middle manager population of about [REDACTED] by applying the 30% figure we can come up with the estimate that the minimum number to be trained at the middle management level only is around [REDACTED]. The upper figure, of course, would depend upon the range of topics which are finally "certified", so to speak, as mandatory for all middle managers.

5. No attempt has been made to deal with the subject matter of the incredible number of courses, conferences, workshops, seminars, etc., conducted by consulting firms, universities, professional associations, and so on, aimed at supervisors, managers, executives, scientists, accountants, lawyers, educators, and so on ad infinitum. The only point to be made is that these external endeavors are available and, where they cover the same general subject matter that is covered in internal management courses, they probably are less relevant only to the extent that illustrative material is not Agency-oriented.

Requirements relative to the training of first-line supervisors

1. Assuming that the one-week Fundamentals of Supervision and Management is meeting at least minimum requirements (and we have no evidence to the contrary although we have yet to conduct a study on this point), those requirements seem to be Motivation, Problem-Solving and Decision-Making, Communications, Leadership, Delegation, Performance Appraisal, and Alcoholism, the latter subject quite likely being of less enduring significance than the others. In addition, the Managerial Grid Seminar (one week), as well as being the foundation stone for a highly structured Organization Development program (not used by the Agency) provides the student with some understanding of his personal managerial "style" and values; with an appreciation of some of the advantages and drawbacks of "open" communications; with an awareness of the value of the concept of critique as an adjunct to team action; and with a chance to specify the ways in which the actual work culture of the Agency falls short of an "ideal" culture. The study, "Managerial Grid Seminar Questionnaire", submitted on 20 April 1973 seems to indicate that those who have participated in a Grid Seminar believe that they have profited thereby; that the benefits are worth the cost, and that the Agency should continue to offer this training opportunity.

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The Civil Service Commission, by way of comparison, suggests a considerably more elaborate program for the first-line supervisors. Four one week courses constitute, according to the "Catalog of Interagency Training Programs", a basis for "--- establishing management development programs for the first line supervisors". (Attachment A) Although obviously overlapping somewhat in content and not too clearly differentiated in terms of audience, these courses in the aggregate go further than we do in exposing the student to the more traditional, non-human relations aspects of the supervisory/managerial job. On the other hand, our emphasis on the interpersonal and group aspects of a supervisor's world, particularly as emphasized in the Grid, clearly exceeds what the CSC apparently considers necessary. The CSC also offers specialized units of varying duration aimed at providing first line supervisors with useful knowledge concerning the supervision of low-skilled employees, contract administration, personnel management, and counseling. The most obvious conclusion here is that one week does not suffice to cover all of the material of benefit to a first line supervisor.

Requirements relative to the training of middle managers

1. Sources of assistance insofar as the subject matter suitable for the Agency's program of study for middle managers is concerned have been plentiful. The "Report of the Management Task Force", dated 13 April 1973, summarizes data acquired from a questionnaire responded to by 250 middle managers in the Agency and from sixty-three interviews conducted by members of the Task Force. The accompanying Directorate reports are too voluminous to attach to this paper, but the subject matter suggested for inclusion in the "Advanced Management Program" is listed in Attachment B hereto. Separate suggestions have come from two Directorates through their representatives on the Training Board of Visitors and are summarized in Attachment C. Most recently, the Director of Personnel, an ex-officio member of the Board of Visitors, has offered his opinions in a memorandum to the Director of Training. Much of what he has to say, while of considerable help to us in attacking the problems attendant to course design, is not directly related to the question of specific content. Those topics which he does consider necessary additions to a proposal submitted earlier to the Board of Visitors by OTR are listed in Attachment D. Finally, in Attachment E is a compressed list of the Units and topics subsumed thereunder as submitted within the past week to the Board of Visitors (along with a prototype schedule, explanation of objectives, and suggestions concerning speakers and methods).

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2. The CSC, under the general heading of "Management Development" offers two one-week programs and a number of shorter courses. The "Middle Management Institute" emphasizes "---planning, controlling, organizing, staffing, communicating, directing, and decision-making. Other topics may be included to give current perspective or because of their particular topical interest." The program entitled "Management and Group Performance" focusses on "---an analysis of the managerial job; how supervisory and managerial jobs differ; how we manage and why we manage as we do; monitoring the managerial world; elements of successful negotiations with line and staff; managing conflict and inducing cooperation; and establishing, maintaining, and using communications." Among the shorter endeavors are those dealing with union organizing campaigns, equal employment opportunity, performance evaluation, staffing, position classification, employee development, supervision of low-skilled employees, and mathematics. Whatever finally emerges under the OTR banner as an "Advanced Management Program" undoubtedly will cover as much as, if not more than, the overall CSC program.

Requirements relative to the training of senior officers

1. The coverage of management-related topics in OTR's Senior Seminar appears to satisfy those who have been selected to attend that course. The content planned for the Senior Seminar was itemized in DTR-7484, dated 5 May 1973, in the following terms: "---principles of decision-making and policy-making; advanced applications of management science; up-dated principles of leadership and the implications of research into organizational behavior; and specific Agency problems." At present, the coverage includes all of this and more, as a perusal of the schedule will reveal. In particular, the first week of the course is devoted to a kind of human relations workshop emphasizing, according to the schedule, "---such management skill areas as negotiating, collaborating, listening, perceiving and communicating." In addition, this segment of the course introduces for discussion several typical Agency problems. The final week of the course deals with "---the ways we manage - the processes, systems, approaches, and procedures we use in conducting our business and accommodating to our environments." Agency and "outside" guest speakers join selected Seminar members in presenting views on the management of components, new directions in the Agency, contemporary problems affecting the conduct of business, and so on. Unfortunately, because of limitations on enrollment and the infrequent running of the course, it is unlikely that this endeavor alone can be viewed realistically as reducing effectively the

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potential clientele for senior level management training. Perhaps for this reason DTR-7484 went on to say that, "Additionally, it would seem appropriate to provide our most senior officers with a refresher on management concepts and to follow this with a conference ---geared to the specifics you wish to see emphasized in subsequent managerial behavior." (The "you" in the preceding quotation referred to Mr. Colby.) The "training" involved here quite clearly is not "threshold" training. As all of the foregoing is limited to internal training, a comment or two seems to be in order regarding external management training. A study entitled "Survey of Selected Management Training Courses", dated 13 December 1972, reported the reactions of 55 senior officers of the Agency to their training at certain external facilities. The questionnaire on which this study was based did not concern itself with the details of curricula. Nonetheless, it might be fair to conclude that the curriculum of a given external course is of considerably less significance to our senior officers than the organization conducting the training and the "bonus" values associated with attendance. As the study stated it, "---the courses are worthwhile, and, with few exceptions, these officers would recommend them to other senior officers. Looking back on their student days, they found the experience broadening, the change of pace beneficial, and the new contacts useful. They feel that the representational aspect was a direct benefit to the Agency."

2. The Civil Service Commission lists a number of courses, again of varying length, under the heading of "Executive Development" and, as might be expected, some of these are more narrowly focussed than others in terms of subject matter, audience, or both. Perhaps the most prestigious is the "Residential Program in Executive Education", usually referred to as the "Federal Executive Institute". Aimed at Grades GS-16 and above, the eight week session has as one of its goals the improvement of the career executive's knowledge of managerial processes. As the content of this activity changes from course to course to reflect up-to-the-minute priorities and concerns, it is hard to draw a meaningful comparison with our internal efforts and with the offerings of other external entities -- the National War College, for example. The Executive Seminar Centers at Berkeley, Oak Ridge, and King's Point offer a wide variety of courses, but although these efforts are listed under the heading of "Executive Development", they are designed, according to the CSC Catalog, "---to broaden conceptual understanding and to enhance the administrative abilities of mid-level executives." This

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probably can be read as "threshold" training, particularly as the curriculum is aimed at GS-14 and GS-15 officers. Other courses offered, usually for GS-14 and above, emphasize planning and decision-making, management of scientific and engineering organizations, information theory, reporting systems, designing information systems, statistical science, and labor relations. As a final note here, the CSC has informed us that although the Commission has never conducted a Managerial Grid Seminar (the reason being that the CSC believes that Dr. Robert Blake advocates but a single managerial style for all occasions), this fall it will sponsor, for Grades GS-15 and above, a similar type of activity copyrighted by W. J. Reddin, a Canadian who advocates an approach based on what he calls a "Tri-Dimensional Grid".

Recommendations

The following recommendations are based on the conviction that, in the aggregate, the internal courses in existence or planned cover a very high proportion of the subject matter relevant to effective performance at supervisory, middle managerial, and executive levels. Bolstered by external training closely planned to meet the requirements of the individual in relation to his specific job, our internal training should be having the desired effect. If there are shortfalls in performance by the incumbents at various managerial levels, the Board of Visitors may have surfaced one of the basic reasons when it questioned the selection process in use. The Board very likely hit upon an additional causative when it opined that newly-trained officers might have difficulty putting the training to use if they return to a management environment which rejects the application of the new training.

1. Retain the present FSM as basic training for first line supervisors.
2. Proceed with the feedback program described in the Program Call as it relates to the FSM.
3. Organize a Task Force to do for the first line supervisory training what the Management Task Force did for middle management training.
4. Seek Board of Visitors guidance on programs for first line supervisors.

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5. Retain the concept of using the Managerial Grid at the first line supervisory level, but not as "threshold" training and not until the individual has put in about three years in the Agency.
6. Proceed with the development of the Advanced Management Program, accommodating wherever possible the desires of the Board of Visitors and the clientele.
7. Organize a Task Force to do for senior officer training what the Management Task Force did for middle management training.
8. Seek Board of Visitors guidance on programs for senior officers.

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Chief, Support School, OTR

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CSC ONE-WEEK COURSES FOR FIRST LINE SUPERVISORS

ATTACHMENT A

	Introduction to Supervision	Basic Management Techniques I	Supervision & Group Performance	Basic Management Techniques II
Description	Designed to provide the new supervisor with a foundation in the principles and practices of supervising employees.	Will examine in considerable detail the management processes of planning, scheduling, organizing, and controlling.	Will introduce experienced supervisors to modern concepts of effective supervision, based on recent findings of social science research.	Designed to develop specific management skills and consider in detail the responsibilities of Federal service.
Enrollment	For the employee who is about to or has recently made the transition to a first level supervisory position. Also of benefit to experienced first line supervisors who have not yet had formal training.	For first line supervisors.	For first line supervisors.	For supervisors, GS-11 through GS-15.
Course Content	Personnel Management & the Supervisor Merit promotion Sociology of Work Employee-Management Cooperation Principles and Practice of Supervision Dynamic Leadership Processes of Problem-Solving Training for Results Health, Safety, and Accident Prevention Equal Employment Opportunity Improving Communication Self-Development	Responsibilities of Supervisors Planning Process Rationale of Organization Basic Departmentation Assignment of Work and Work Distribution Scheduling Process Principles of Direction Order Giving Process Simplified Critical Path Method Control Techniques Graphic Planning Devices Planning Personal Time	The Job Placement and Promotion Why People Behave as They Do Leadership Why Groups Act as They Do Analysis of a Work Situation Steps to Supporting and Remediating Steps to Major Change Orientation of New Workers Learning Performance Appraisal Discipline	Communication Problems and Techniques Program Planning and Budgeting Personnel Management Conference Leadership Interviewing Performance Evaluation Principles of Inductive Problem Solving and Decision Making

ATTACHMENT B

ADVANCED MANAGEMENT PROGRAM

TOPIC SUGGESTIONS
TAKEN FROM DIRECTORATE REPORTS (TASK FORCE)

DO

Leadership

Communications

Planning & Problem-solving

Management Science

Human Relations

Organization

Budgeting

Delegation

Handling People

Counseling

Sensitivity Training

PPB

DS&T

Planning & Problem-solving

Management Science

Setting Agency Objectives

Communication

Standards of Performance

Evaluating Performance

Career Management

Decision-making

Motivation

Leadership

Counseling

Drug Abuse

Youth Problems

Agency Policies and Practices

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ATTACHMENT B
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DM&S

Computer Applications

Measuring Results

Forecasting Techniques

Budgeting

Programming

Communication

Performance Standards

Career Management

Counseling

Delegation

DI

Career Management

Selecting Personnel

Leadership

Delegation

Communication

Motivation

Counseling

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ATTACHMENT C

ADVANCED MANAGEMENT PROGRAM

SUGGESTIONS FROM DIRECTORATES THROUGH BOARD OF VISITORS

1. Directorate of Intelligence

One week only, devoted to:

Motivation

Group Dynamics

Perception

Communication

MBO and Productivity

Management Science

2. Directorate of Science and Technology

While agreeing in general with the original proposal in terms of content, the S&T officers wished to emphasize the desirability of practical rather than theoretical or philosophical focus; a Unit approach, with each of six or so Units taking no longer than five days each--all to be taken over the period of a year or two; emphasis on Agency problems, and other matters pertaining more to program design than to topics.

ATTACHMENT D

ADVANCED MANAGEMENT PROGRAM

TOPIC SUGGESTIONS FROM THE DIRECTOR OF PERSONNEL

"In addition to topics listed in the proposed outline, consideration could be given to the following subjects. I realize some of these suggestions pertain to subjects that are referred to more generally in the proposed outline. In such instances, the topics are listed below in order to suggest a proposed thrust or concentration in presentation."

Changing Roles, Perceptions, and Accountabilities

Moving to and from a Field Station

Moving from a largely supervisory role (e.g., section) to a largely non-supervisory, managerial role (e.g., a division or branch)

Moving from a mid or senior case officer/analyst role to a managerial role (supervisory and non-supervisory)

What are the Main Problems I see as a Manager, or Potential Manager?

(Each attendee could develop a paper on this topic at the beginning of the Course for class discussion at the end.)

How can Feedback be Increased within an Office (kinds and methods)?

What are the Agency's main Objectives (guest speaker) and How does each Course Attendee's Work Tie in to Them (discussion)?

Does Improved Motivation Insure Improved Performance?

A discussion of interrelationship among behavior-rewards-performance is being developed for OP Skills Program in July, and it could be considered as an item for the Course.

What is MAG Doing and Thinking?

Agency Institutional Barriers (Causes and Solutions)

Agency Managerial Policies and Systems Not Covered in Other Topics (Recent).

E.G., new Training Approaches; APP; New Mobility and Key Assignment Processes; Program Trend Reporting.

Differing Agency Perspectives and Stereotypes

Younger and older professionals

Supervisors and subordinates

Headquarter and field personnel

Operational and support personnel

Line component managers and 7th floor managers

ATTACHMENT D
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How to Handle Disciplinary Cases

**How to Function Effectively in Groups as a Representative of
the Office**

**How to Prepare a Program Call and Write Objectives and
Action Plans**

How to Identify Employees with Managerial Potential

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ATTACHMENT E

ADVANCED MANAGEMENT PROGRAM

COMPRESSED LIST OF UNITS AND TOPICS SUBMITTED
TO BOARD OF VISITORS DURING WEEK OF 25 JUNE

UNIT: AGENCY MANAGEMENT REQUIREMENTS

Managerial Role
What Administrative Support the Manager Can Expect
Regulations
Alcoholism and Drugs
EEO
Maximizing the Contribution of Your Secretary

UNIT: BUDGETING

Preparation of Budgets
Relationship to Programs

UNIT: MBO

Practice of MBO in the Agency
Relationship to Government Requirements
Productivity measurements

UNIT: CAREER DEVELOPMENT

Agency Policy and Procedures
The Evaluative Process
Managing the Program

UNIT: LEADERSHIP

Communications
Effective Staff Meetings
Handling the Special Employee
Managing Change
Using the Participative Approach
Assessing Leadership Patterns

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ATTACHMENT E

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UNIT: INTRODUCTION TO SYSTEMS ANALYSIS

Philosophy and Terminology
Techniques
Management Information Systems
Agency Applications

UNIT: PROBLEM SOLVING AND DECISION MAKING

Kepner-Tregoe System
Creativity and Innovation
Calculating Risks
Quantitative Approaches
Agency Use of Computers